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AUTHOR	San Nicolas, Gregg C.; Avilla, Salvador
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ABSTRACT

Approximately 20% or 400 teachers leave the public school system on Guam every year. This attrition rate has been attributed to a host of interrelated local issues. Frequently, many of these teachers are recruited from off-island for 2-year contracts. The Guam Public School System (GPSS) spent an average of nearly $2 million per year on recruitment alone yet teacher retention remains a dilemma. In 1991, the Twenty First Guam Legislature established the Guam Teacher Corps Scholarship (GTC) program to address teacher recruitment and retention. GTC expanded the Government's then existing 2-year Teacher Training Scholarship program and extended student participation to high school seniors on a limited basis. In the fall semester of 1992, 60 recruits at the University of Guam (UOG) were selected for awards. By the end of 1993, over 250 recipients were actively participating in the program with a waiting list of 40 more eligible students. Demographic information revealed that students were generally older, had extensive work experience, and had families to support. Innovative recruitment and retention programs have been developed and appear to be working. The success of the program indicated that collaborative partnerships between government agencies and higher education institutions are the future hope for teacher recruitment and promoting careers in education. (Contains 13 references.) (Author)

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Partnerships for the Future: Collaboration Between Governments and Higher Education Institutions

Gregg C. San Nicolas

Guam Teacher Corps, University of Guam

Salvador Avilla

Guam Public School System, Agana, Guam

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Running Head: COLLABORATION BETWEEN GOVERNMENT AND A UNIVERSITY

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Abstract

Approximately 20% or 400 teachers leave the public school system on Guam every year. This attrition rate has been attributed to a host of interrelated local issues. Frequently, many of these teachers are recruited from off-island for two year contracts. The Guam Public School System (GPSS) spent an average of nearly $2 million per year on recruitment alone yet teacher retention remains a dilemma. In 1991 the Twenty First Guam Legislature established the Guam Teacher Corps Scholarship program (GTC) to address teacher recruitment and retention. GTC expanded the Government's then existing two-year Teacher Training Scholarship program (TTSP) and extended student participation to high school seniors on a limited basis. In the Fall semester of 1992, 60 recruits at the University of Guam (UOG) were selected for awards. By the end of 1993, over 250 recipients were actively participating in the program with a waiting list of 40 more eligible students. Demographic information revealed that students were generally older, had extensive work experiences, and had families to support. Innovative recruitment and retention programs have been developed and appear to be working. The success of the program indicated that collaborative partnerships between government agencies and higher education institutions are the future hope for teacher recruitment and promoting careers in education.

Partnerships for the Future: Collaboration Between

Government and Higher Education Institutions

Introduction

When Governments and higher education institutions coexist within communities, both easily forget that they have a shared mission and responsibility to support their school systems. Part of the problem lies in that both often see their roles as separate and encompassing different goals and objectives (Bell, 1993; Auger & Odell, 1992; Clark, 1988; Jacullo-Noto, 1992; Knight, Wiseman & Smith, 1992; Lasley, Matczynski & Williams, 1992; Zeichner, 1992; Smith, 1992). Governments see their role in education as providing for teachers, transportation, facilities, professional certification, and the schools' administration. Higher education institutions often see their role in education as mainly professional teacher training. Teacher recruitment and retention are often viewed as a Government's problem alone.

The successes and failures of public education have been well documented (Lasley, Matczynski & Williams, 1992; Zeichner, 1992; Smith, 1992). When success is achieved by the school system, both Government and higher education institutions perceive a shared responsibility for their roles in the system's accomplishment. But when system failure occurs, both blame the other for their lack of commitment and the deterioration of standards. Inter institutional partnerships cannot exist with this continued non-commitment to children and their education. Colleges and Universities must share in their Government's problems and resolutions (Clark, 1988; Jacullo-Noto, 1992; Knight, Wiseman & Smith, 1992; Lasley, Matczynski & Williams, 1992; Zeichner, 1992; Smith, 1992; Goodlad, 1988).

The Guam Experience

The island territory of Guam is an unique educational milieu. It is quite distant from the forty-eight contiguous States but is a United States territory. Frequently, it does not share in the professional network of stateside teacher preparation and reformation innovations because of its distance and location. While the island is usually treated as a state in many of the Federal

legislation affecting public education, it has yet to firmly determine its political status with the U.S. Federal Government. This is particularly true in many aspects of island self-governance. Currently, Guam is seeking a commonwealth status with the United States and that by itself would affect the ways in which the island Government deals with the U.S. Government at the Federal level of politics in Washington D.C.

The island territory has only one public school system. One of the more interesting phenomena about Guam is that this system is basically "American" in its curricular approach. It is also organized and managed in much the same way. The bureaucracy often seem overwhelming. Despite its multi-cultural diversity in student population and in its professional staff, the school district is much like any other school district in the U.S. Furthermore, its close proximity to Asian countries does not appear to have any influence on Guam's educational operations nor in the identification of educationally related issues.

Economics and Education

Economically, however, the island relies heavily on the Japanese market for its expanding tourism industry, thus, tying in much of the island's economic conditions and activities with that of the Asian rim countries. Other countries that provide tourists for Guam are Korea, the Philippines, Thailand, Hong Kong, Taiwan and Malaysia. Its strategic location also makes for easy access to Australia, Hawaii, Micronesia and the South Pacific island nations.

The current U.S. military installations and their numerous base activities also contribute to Guam's economic success including employment opportunities, professional services, leisure and entertainment. The bases provide needed revenues into the Government since military personnel pay income taxes into the local Government which are used to support the local economy. It is here where support for the local educational system begins. There has been a traditional history of military support for Guam's economy for over fifty years. This makes the military one of Guam's chief revenue making industries on island. In the last several years, the military has proven to be a strong partner in helping to shape the island's fragile economic base.

It is because of the island's economic success that bares heavily on the public school system (GPSS). The lack of a sufficient labor force created by the boom in tourism for several years has brought about an influx of Micronesian immigrants and their families often seeking job opportunities and a higher standard of living. These families and their basic needs have also taxed the local government's infrastructure, housing, and most of all the public schools. Furthermore, the impact of the U.S. military base closures in recent times have relocated some military personnel and their dependents to Guam from the Philippines adding to the already crowded school conditions. Overcrowding has been the controversy that has plagued GPSS in the last several years.

Perhaps, because of these realities, the current educational problems in the public school district continues to appear reflective, to some degree, to problems which other stateside school districts have. However, while stateside school districts are experiencing a "down-sizing" effect because of the U.S. economic recession, Guam continues to have an increase in its school age population. Since 1991, student enrollment has increased an average of 5.3% per year. The increase in the population of school children naturally required more professional support staff and classrooms. It is because of the population increase in the schools that has created the great need for teachers and other professional support staff.

GPSS has 30,417 students and 2,157 teachers and other support personnel in 35 schools. There are six high schools, five middle schools, and 24 elementary schools in the system. GPSS is also the largest employment agency of the Government of Guam with 4,347 people. The sheer number of Government employees in GPSS often make for an interesting political arena and a forum for expressing displeasure at anything related to public education on Guam. In fact, GPSS is currently undergoing a "decentralization process" which was a top priority issue in the Governor's State of the Territory address in January 1994. This process was mobilized because of public outcry about mismanagement and employee complacency. Certainly, public education would continue to be an issue on Guam in the future and one that would not be easily resolved given the current state of the system.

Teacher Shortage

Teacher shortage is definitely an ongoing problem. The diminishing return of professional commitment by teachers in the system are even more significant. In an initial cooperative venture, both the military and local governments have invested millions of dollars to recruit qualified and certified teachers from off-island using Federal dollars paid into the local system. The vested interest of the military administration in the public school system is one of significant support since most of its school age dependents rely on the public schools for their formal education.

There are no Department of Defense (DOD) schools on Guam as in other countries where the U.S. has military bases. Thus, the military provides up to approximately $7 million a year to GPSS for upgrade, enhancement, staff development, and supplemental miscellaneous support. A substantial amount of this funding is geared towards teacher recruitment. The average amount spent each year by GPSS on teacher recruitment alone and using DOD funds has reached an all time high of almost $2 million. The market to recruit these teachers is often the U.S. mainland.

Retention Dilemma

While the joint activity to recruit teachers from the States look promising, the retention record of GPSS in the last five years appear bleak and uncertain. GPSS continues to have a high turn-over rate of approximately 20% every year in their mainland recruits. The high cost of living, scarce housing, and dissatisfaction with the management of GPSS add to the list of teacher grievances. To agitate the situation further, there appears to be decreased interest in teaching as a professional career by the local people whose confidence continue to waver about the situation. Despite the large number of locally-hired professionals in the schools, GPSS continues to demonstrate great need for off-island teachers.

University of Guam

Another unique phenomenon about the island is that there are only two higher education institutions. The University of Guam (UOG) is a four-year degree granting institution while the Guam Community College (GCC) is a two-year degree and certificate granting institution. GCC

awards Associate's Degrees and program certificates. UOG awards both Bachelor's and Master's degrees. The University has a regional and local mission to serve as the only U.S. accredited four year institute of higher education in the western Pacific. The University has one graduate school and four professional colleges of which Education (COE) is one of the largest.

COE currently has over 900 student majors enrolled in its programs. These programs include Early Childhood/Elementary, Elementary Education, Special Education, Secondary Education, Bilingual Education, and Vocational Technical Education at the Bachelor's degree level. Master's degree programs include Guidance and Counseling, Administration Supervision, Reading, Secondary, Elementary, Special Education Resource Consultant (SERC), Early Childhood Special Education, and Teaching English as a Second Oral Language (TESOL). TESOL is a joint COE master's degree program with the College of Arts and Sciences (CAS). It is here at COE that formal teacher training and professional preparation begin for most local people.

In the last five years, however, COE has only produced a total of 300 teachers for an average of 60 graduates a year. This in itself is perceived by the public to be inadequate. It is rather ironic that the University of Guam started out as a teacher training college in 1952 and had a close relationship with the Government of Guam's GPSS. At present, the relationship is sound but Government and community concerns remain as to why the College is still unable to produce the number of graduates needed to fill the professional vacancies occurring every year in GPSS. In the early seventies, COE was producing larger numbers of teacher graduates for GPSS.

Government Initiative

The highly publicized teacher shortage dilemma had captured the attention of Guam's Legislators and often the topic became a hot political issue throughout the years. In 1991, the Twenty First Guam Legislature decided that this dilemma must be addressed. It then passed a bill that became Public Law 21-88 after Governor Joseph Ada signed the measure on January 27, 1992. Both the Government's Administration and the Legislature felt that the law was timely and needed. Public Law 21-88 was dubbed the Guam Teacher Corps Scholarship Program and amended the existing Teacher Training Scholarship Program (TTSP). The amendments allowed for

college freshmen and sophomore students to participate in the program and extended participation to high school seniors who were in advanced standing at the University of Guam.

Guam Teacher Corps

The legislative mandate established the Teacher Training Council (TTC) made up of GPSS, UOG and GCC administrative members. This Government action literally forged the partnership between these agencies and encouraged the development of a collaborative relationship. Although the University initially testified against the bill and indicated that its Office of Professional Recruitment was effective and needed more time to work, the Legislators were not convinced. Moreover, the mandate required that a promotional component be established through the Council and to charge the responsibility to the Director of the program. It was believed that a promotional and marketing component would only help to develop a new image for teachers and to recruit local people through active multi-media campaigns.

The University was tasked to administer the funds and housed the program as it became established. TTC took over the administrative responsibilities of GTC in which the Board of Regents of the University had done previously. The transition to the new structure was not difficult. Both the University and the new program started to work cooperatively and in the Fall of 1992, the program was fully implemented. The only difference from the previous TTSP was that a program Director position was established with TTC and a separate budget submitted directly to the Guam Legislature on a yearly basis. The TTC and the program Director were to develop the yearly budget and then submit to the legislators for review and approval of appropriations.

Another aspect of PL 21-88 was a mandated research and evaluation structure whereby the Director and TTC needed to conduct yearly assessments of the need for teachers and report directly to the Boards and Council (i.e., Board of Regents, Board of Trustees, and TTC). This structure provided for continued evaluation of programmatic activities, and monitored the system's turnovers and program's effectiveness. The built-in evaluation and assessment component was another assurance by the local Legislators that institutional collaboration between units continued.

One of the more interesting aspects in the law, however, was the recruitment focus in which GPSS and TTC needed to work cooperatively to develop student educational associations and organizations within each of the public and private high schools. This activity was seen as critical in light of the observed dwindling interest in high school students to explore majors in education at the University. Moreover, it provided a structure whereby individual career advising could take place at the level in which students were sure to make final decisions about careers and professions before going on to college.

In essence, high school students were to be nurtured to explore the field of teaching by understanding the opportunities that were available at the University of Guam's College of Education. It was believed that this systematic intervention at the high school level would produce the desired results once the students actually matriculated into the University. Thus, students would have determined their college majors and would go on to complete their academic program under the financial support of the scholarship. The only obligation required by GTC was to teach for GPSS for the number of years in which financial support was provided.

GTC Recruitment

In January 1992, PL 21-88 transferred the administration of the former TTSP at the University of Guam over to GTC. In the summer of 1992, active recruitment began. There were 30 identified TTSP scholarship students who were then administratively transferred over to the new GTC program. By the end of the Fall 1992 semester there were 30 more recipients added into the new GTC bringing the total up to 60. By the end of Spring 1993 and at the start of the summer semester, there were 136 students in the program, an increase of 126% from the previous Fall semester.

By Spring of 1994, five semesters into the program, a total of 296 scholarships were awarded with 60 students already approved for awards by TTC and who were on a waiting list of eligible candidates. The percentage change in the numbers went from the initial 30 to 296 for an average increase of about 25% for each semester. The Government and the island community started to acknowledge the success of the program as a needed resolution to the teacher shortage

dilemma. For once the concerted efforts by the various Government units and the University were beginning to come together in a common goal.

The surge in community interest was the obvious built-in financial support incentives provided for students who otherwise would not have attended the University if not for a full college scholarship. Additionally, innovative programs in recruitment at the high school and university levels coupled with strong media promotional campaigns and good public relations by GTC helped in its development into a strong and popular scholarship program.

The once uncertain future of the program had turned. Because of the recent recruitment successes, the local Government approved GTC's 1994 Fiscal Year budget increase from the initial $1.7 million to $2.3 million. Over 92% of the 1994 Fiscal Year budget was earmarked to fund full scholarships for 300 students in the program. Both the University and the local Government recognized that GTC had become an important entity in their partnership to help resolve the teacher shortage problem on Guam.

Student Characteristics

One of the major goals of GTC was to continue to study the changing demographics of its student recipients. Research on college student characteristics lend to the understanding of demographic trends and other issues related to non-traditional student populations in higher education institutions. Initial demographic information revealed that approximately 75% of the recipients were female students. Average age for these students was recorded at 28 years with at least 4 years of work experience. Average age for male students was slightly younger with 24 years reported. Most or 80% of the recipients identified themselves as Chamorro or Guamanian.

Many students were single parents who supported very young children and who still lived in extended family homes. There were at least two married couples in the program. Many of the female students expressed the need for child care services. Students were very satisfied with the overall opportunities provided by the scholarship including the monthly stipends, full tuition, student fees each semester, and a charge account for textbooks and supplies at the UOG bookstore. However, over 70% of the recipients still had to maintain part-time employment.

Selection Criteria

Students who make application to GTC needed to meet established criteria: (1) bona fide permanent resident of Guam; (2) citizen or permanent resident of the United States; (3) senior or graduate of an U.S. accredited high school with an overall Grade Point Average of 2.5 on a 4.0 scale or 85% on a percentile scale; (4) has been admitted to the University of Guam including High School Advanced Placement; (5) must maintain an overall GPA of 2.5 during the term attended; (6) agree to practice education in Guam schools upon graduation and certification; and (7) recommended by high school principals, teachers, mayors, or other related professionals who have knowledge of a candidate's prospective success in teaching. Student recipients needed to adhere to two standards: (Standard 1) maintain an overall 2.5 GPA throughout their entire course work; and (Standard 2) maintain full-time status for all semesters under the program excluding high school seniors in advanced standing.

Interview Process

Students who compete for the scholarship awards need to provide the required documents and complete the following steps: (1) pick up and complete an application form; (2) submit two letters of recommendation; (3) provide official high school or college transcripts; (4) write and submit a well-written and typed essay on "Why I Want to Become a Teacher"; (5) be screened for a personal interview; and (6) provide proof of citizenship and residency. One of the more interesting aspects of the interview was the questioning process. Interviewers looked for self-confidence, poise, personality, mental alertness, and overall communication skills to name a few.

The program Director, GTC's staff assistant and TTC members rate the applicants and list a composite score. students were then ranked according to their scores and GPAs. While some students had high GPAs, it was the interview composite score that frequently determined who would receive an award. This part was especially crucial as a student's self-confidence was measured and compared to the other applicants. Once students were selected, a contract was signed and the Director monitored academic progress each semester until the degree program was completed.

High School Mentoring

The law's provision to set up a teacher mentorship program in each of Guam's public and private high schools had set a new trend on Guam. For the first time, high school students had the opportunity to learn and experience from the professionals themselves. More importantly, students were being provided the type of professional nurturing viewed as needed in the field. GTC's College Accelerated Placement Program or CAPP was finally implemented at the start of the 1993-94 school year. To date, each of the six public high schools have a GTC mentorship program. The mentorship program has not yet been implemented in the private schools.

The mentorship program at the high school level included a Teacher Corps Advisor (TCA) who acted in place of the program's Director and whose principle duties included recruitment and the dissemination of information about UOG and GTC. TCAs were to enter into contracts with seniors in advanced standing and processed their part-time enrollment into UOG and GTC. Students were required to take six credit hours under the contract in order to be qualified for a partial scholarship. These credits were to count as elective credits for their high school diploma and at the same time counted toward their degree program in education at UOG. CAPP students were required to major in an education specific program or an approved Teacher Tract program in one of the other colleges at UOG.

CAPP students who matriculated into the GTC scholarship program were to be financially supported for their entire degree program upon entry as a full-time student at UOG. Their contract was then modified to reflect full-time status and to receive GTC's full financial benefits including the monthly stipends. TCAs were to be compensated for their work and effort in CAPP and in the entire process of recruitment. They were also encouraged to coordinate in-school activities for their students as part of their professional mentoring.

One of the main objectives of the high school mentorship program was to encourage participating teachers to model the professional behaviors needed for students to understand and follow. It was crucial that TCAs become involved in their student's progressive development into a

chosen career in education. This was also one example of a good professional with outstanding personal qualities and excellent interpersonal and communication skills.

High school TCAs needed to have an excellent track record in working with other colleagues and administrators. They needed to represent the best interests of the academic community in achieving the missions of the three agencies involved (UOG, GPSS and GTC) and insure that the teaching profession was positively impressed upon their students.

It was important that TCAs promoted the types of careers in education that were needed on Guam. High school TCA's also needed to acknowledge multi-culturalism and diversity in student needs. They must exude diversity in their characteristics to reflect the divers population of students they served. They also needed to exemplify behaviors becoming of someone who would live and work within an environment that realized these conditions. Most importantly, TCAs needed to tolerate and accept the cultural diversity that exists within the schools on Guam.

Educators have often seen the overwhelming success of mentoring at the professional levels (Miller, Thomson, & Roush, 1989). Although the relationship between a high school TCA and student still typify the teacher-student relationship, it was a necessary step to insure that prospective teachers gain the experience needed to fully understand the profession. Perhaps, in this modeling structure, full commitment would be established and professional retention achieved in the long run.

In all of this, the mentorship structure in the high schools provided for a systematic network of professionals who committed themselves to the development of prospective educators. The communication between GTC and the TCAs provided for a critical network of individuals who understood the goals and objectives of their institutions. Changes in education can only take place when such structures serve the common good for all. Networking between higher education institutions and schools is a powerful tool for effecting good changes, particularly when the shared goal is to enhance the quality of teachers and the overall profession (Lieberman & McLaughlin, 1992; Sandholtz & Merseth, 1992; Heikkinen, McDevitt & Stone, 1992).

Student Education Associations

GTC's mentorship program also promoted the development of student associations for education and teaching. The main goal was to help develop an image of education as an outstanding career choice for interested high school students. This has been accomplished with the use of TCAs in the schools. Currently, four of the six high schools have an organized and professionally chartered Future Educators of Guam and America (FEA) association. Membership figures number close to 200. One of the official duties of the high school TCAs was to provide GTC the activity schedules of their FEA and keep in constant communication with GTC's Director. These schedules reflected FEA in-school happenings, programming and other interrelated educational activities.

At the University level, the student organization counterpart was called Future Educators of Guam Association or FEGA. There are approximately 100 active FEGA members. FEGA is an officially recognized student organization at the University. FEGA has scheduled activities throughout the academic year in collaboration with GTC and COE. The organization has proven to be a force in shaping the new image of education majors on campus. The nurturing of such professionally related student organizations has helped to promote the continued collaboration between schools and Universities. Furthermore, these student associations have helped to promote teaching in a positive light within the local community through the many innovative services they provide.

Preparatory Certification Seminars

The need to insure employment in the school system has become a dilemma for the program. GTC graduates frequently found themselves in a "catch-22" situation when completing their degree requirement. Graduation from GTC and UOG does not insure employment within GPSS. To be fully certified, prospective teachers must pass the Guam Educators' Test of English Proficiency (GETEP). Once over this hurdle, they were given first preference over off-island recruits in the job positions. When graduates do not pass the test, alternative placements within

the system were usually found until at such time that they attained full certification. Passing GETEP has become one of the necessary steps to becoming a fully certified teacher in GPSS.

Because of this dilemma, GTC has provided preparatory seminars to help students pass the certification test. GPSS, COE and the College of Arts and Sciences (CAS) at the University collaborated in implementing the workshop seminars. GPSS provided the funding for the activity while the University provided the instructors and classrooms. Four university professors provide preparatory training in four areas -- listening, reading, writing and speaking. The seminars are conducted twice per semester on Saturdays for 12 hours. Professors cover the same skills and knowledge as are tested in GETEP.

Since the initial workshop, many of GTC's graduates have passed GETEP at least within the second attempt. Only a handful of graduates have not yet passed at least one section of the test. A 70% passage rate has been determined since the implementation of the preparatory seminars. GTC, GPSS and the University of Guam, have continued their research study into the passage rate of GTC's graduates on this test. While the test, perhaps, may not fully provide detailed information about a prospective teacher's future success in teaching, it provided a measure of linguistic competence.

The ability to use English properly and appropriately in Guam's schools has become a bone of contention between the Military and local Governments, the University, GPSS and the public community. The military administration particularly has placed extreme pressure on the system to hire only those teachers who were able to use English efficiently as their dependents would be significantly affected. This has been one of the most controversial issues that have yet to be addressed by all parties involved given the diverse nature of the teachers employed. GETEP was designed specifically to help address this issue. While GETEP was one avenue for controlling professional quality, it has become another barrier to overcome by GTC's students.

Elementary and Middle School Program

To promote teaching and educational careers early, GTC developed SPIRIT which stands for "Schools and Students Participating in Recognizing Interests in Teaching." The program was

designed for implementation in the elementary and middle schools. The goal of SPIRIT is twofold: (1) to expose high school, college and/or university students majoring in education to the realities of the public school system, its administrators, students, teachers, physical conditions and adopted curriculum; and (2) to promote teaching and educational careers to young children as they begin their formal schooling in Guam's public and private schools.

SPIRIT attempts to embody the "Olympic Spirit" of a quest for excellence and cooperation. The program promotes collaboration between prospective teachers and those who are in service. College and high school participants are asked to show to young children their personal achievements in education using a positive experience approach. They bring with them traditional symbols of their educational successes such as high school diplomas, trophies, school letters, report cards, certificates, caps and gowns to "show and tell" to very young children. The goal was to develop a perception of reality and commitment to learning in the children and to develop a positive impression about schools and teachers through an understanding of the rewards that can be achieved. SPIRIT incorporated a shared responsibility in the education of children about the profession and its missions and goals.

GTC's Future

The Guam Teacher Corps Scholarship program is a model program designed to promote education as a viable career choice and recruit local people to become teachers. Although a legislative mandate, it is evident that the island's educational community has received the program well and provided much support to insure its success in the future. What has become obvious is the fact that Government and higher education institutions can become partners in the resolution of community problems that are shared. Knowing full well where one's role should begin and end is a factor. Understanding where the resources are and effecting communication between stakeholders not only enhances program success, but promotes the general welfare of a community.

Cooperation between Government agencies and units helped to make GTC a very good program for educational change. GPSS supported the implementation of GTC's mentorship

programs in the high schools. UOG provided support in the program's administration and operational activities. The Guam Legislature continues to support the program and its funding needs. The Government's administration has continued to release the appropriations to support the program and its students. Even the local media community has supported the various innovative activities of GTC by documenting and highlighting its development and success to the public.

Because GTC has successfully pulled the resources of the various units together, it has clearly demonstrated that collaboration and cooperation between Government units and higher education institutions can effect needed changes for solving problems in communities. It has also promoted teaching and education as important professions for the local people. Moreover, GTC has been viewed as a force in helping to develop the future generation of educators for Guam. Despite its recent accomplishments, however, more questions and concerns have arisen about the future of the program.

One question that remains to be addressed by the Government is the gradual increase of GTC's yearly budget. If the budget remains predominantly earmarked for scholarships, then the program would continue on its course. Moreover, this support can only be viewed in light of the availability of Government revenues. The local Government is highly dependent on its tourism industry for its revenues. Problems in the industry frequently affect the course of policy making at the Government's Administration levels. The sensitivity of Guam's economy is a determining factor in the program's continuity. If Government revenues are down, the continuity of the program would then be jeopardized. However, if all parties are committed to the resolution of the teacher shortage dilemma, then GTC must be given top priority to continue.

The other problem that GTC has created is the need for more instructors and courses at the University. Enrollment for COE has increased an average of 14% per semester since 1993. The number of faculty in COE has remained constant for over seven years with budget cuts looming in the future. No new faculty positions for UOG have been approved for funding for this Fiscal Year. The University has faced growth problems in recent years with new facilities

completed and an ever increasing enrollment in general. It is expected that UOG would have over 7,000 students by the end of the decade. Current enrollment figures are between 3,800-4,000. GTC students now make up a third of COE's majors . COE majors are 25% of the entire UOG enrollment.

The more pressing question, however, refers to the graduates themselves. Would GTC have accomplished its mission by producing the number of teachers needed to address the shortage? What about the quality of training received? Would professional commitment be truly realized when graduates gain employment with GPSS and for how long? Certainly these issues are just as important as solving the problem of GPSS' teacher shortage. All in all, these new issues would require a concerted effort from all partners involved to continue the partnership and cooperative relationship if the problems are to be solved.

Future Implications

The implications of this new scholarship program are several. First, communities the size of Guam can develop similar type programs to enhance their efforts in professional teacher recruitment and retention. Because Guam is more rural characteristically, the model may be more relevant to scarcely populated areas in the U.S. that are experiencing the same problems in recruiting qualified teachers for their school districts. Guam may be in a better position economically to provide for such a program, but other aspects of the model program could be adapted to fit the particular needs of the respective communities.

Secondly, this novel approach to encouraging career interests early in school students should be examined for its future implications on curricular programs in schools. Such an approach would provide young students introductory views of what the teaching profession is all about and, perhaps, develop later the respect and understanding of the career. Young children are often left out in the development of career ladders and modeling is so important at an early stage of a student's development. Career orientations should really start early in a child's education.

Third, the multiplicity of cultures and languages in Guam's schools make for a model of future trends in American schools. Professionals have witnessed the changing demographics in the population of school children in America and educators need to respond to these changes. Teachers themselves must demonstrate cultural tolerance and understanding if they are to effectively teach the new generation of children in America. Certainly, Guam does not completely reflect the ever changing nature of American schools, but it provides a snapshot as to what the future may hold in public education in the United States and in the western Pacific.

Finally, it is important that communities develop their own resources. When continuity is the issue and the need to understand differences in children and address cultural diversity, then it is important for communities to consider developing the talents of their own people. The re is a need to understand the notion that children, perhaps, are better prepared for life by those who understand and have the qualities necessary for working and living in that particular community. While the thought may appear insular in nature, it is critical that appropriate professional models are presented to children at an early stage in their development.

Perspective

Clearly delineating the roles of government and higher education institutions is the key to collaboration and partnership. If there are to be resolutions to community problems, then established Government and educational institutions should not chastise one another for their administrative, managerial and organizational inadequacies. Rather, they need to develop sound partnerships through constructive communication if they are to survive the current economic woes of the day and to continue to achieve their institutional goals (Lasley, Matczynski & Williams, 1992). Both must also be sincere and committed stakeholders if they are to interact and provide for the common welfare of all the constituents they share. Most importantly, it is a matter of survival that such partnerships be encouraged and developed.

Colleges, universities and governments frequently have different missions (Knight, Wiseman, & Smith, 1992; Smith, 1992). Higher education institutions often purport missions in teaching, research and service. Governments embody in their public school systems a diversity of

local goals and objectives. However different the missions, colleges, universities and local school districts are expected to produce the most prepared individuals for consumerism, societal productivity and generalized literacy (Auger & Odell, 1992).

While at first glance the missions appear unrelated and relationships often unclear, the functions of both institutions are inherently deep rooted in providing for the general welfare of the same citizenry they serve. Thus, a cooperative partnership would only enhance the functional aspects of both and help to produce the expected outcomes. A cooperative working relationship then becomes a critical factor in helping to resolve educational issues on all levels (Lasley, Matczynski & Williams, 1992).

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